

Environment Scrutiny Commission

Thursday 29 April 2021
6.30 pm

Membership

Councillor Jason Ochere (Chair)
Councillor Graham Neale (Vice-Chair)
Councillor Tom Flynn
Councillor Renata Hamvas
Councillor Adele Morris
Councillor Margy Newens
Councillor Leanne Werner
Jeremy Leach

Reserves

Councillor Peter Babudu
Councillor Jack Buck
Councillor Sirajul Islam
Councillor Richard Leeming
Councillor Victoria Mills

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Contact

Julie Timbrell on 020 7525 0514 or email: julie.timbrell@southwark.gov.uk

Members of the committee are summoned to attend this meeting

Eleanor Kelly

Chief Executive

Date: 21 April 2021 (republished 27 April 2021)



Environment Scrutiny Commission

Thursday 29 April 2021
6.30 pm

Order of Business

Item No.	Title	Page No.
	PART A - OPEN BUSINESS	
1.	APOLOGIES	
2.	NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT	
	In special circumstances, an item of business may be added to the agenda within five clear working days of the meeting.	
3.	DISCLOSURE OF INTERESTS AND DISPENSATION	
	Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.	
4.	MINUTES	1 - 15
	To approve as a correct record the Minutes of the meetings held on the 9 th and 25 th of March 2021.	
5.	TRACKING ENVIRONMENT SCRUTINY REVIEW REPORTS	16 - 28

This items will track recommendations and updates arising from the following scrutiny review reports and subsequent cabinet responses:

- Community Energy, June 2019
- First report on the Climate Emergency road map, October 2019
- Second report on the Climate Emergency strategy, July 2020
- Air Quality, July 2020

A briefing responding to an update requested on Community Energy and the Climate Emergency is enclosed.

An updated parking briefing is enclosed, with a minor correction requested at the last meeting, concerning CPZ parking spaces in Dulwich Village ward.

6.	AIR QUALITY SCRUTINY REVIEW REPORT - PART TWO	29 - 40
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The draft scrutiny review report is enclosed.

7.	ENVIRONMENT AND PLANNING SCRUTINY REVIEW REPORT	41 - 49
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The draft scrutiny review report is enclosed.

8. WORK PROGRAMME

DISCUSSION OF ANY OTHER OPEN ITEM AS NOTIFIED AT THE START OF THE MEETING.

PART B - CLOSED BUSINESS

DISCUSSION OF ANY CLOSED ITEMS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

Date: 21 April 2021, republished 27 April 2021

EXCLUSION OF PRESS AND PUBLIC

The following motion should be moved, seconded and approved if the sub-committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

Item No.

Title

Page No.



ENVIRONMENT SCRUTINY COMMISSION

MINUTES of the Environment Scrutiny Commission held on Tuesday 9 March 2021 at 6.30 pm at Online/Virtual. Members of the public are welcome to attend the meeting. Please contact FitzroyAntonio.williams@southwark.gov.uk for a link to the online meeting

PRESENT: Councillor Jason Ochere (Chair)
Councillor Graham Neale (Vice-Chair)
Councillor Tom Flynn
Councillor Renata Hamvas
Councillor Adele Morris
Councillor Margy Newens
Councillor Leanne Werner
Jeremy Leach

OTHER MEMBERS PRESENT: Councillor Catherine Rose, Cabinet member the Cabinet Member for Leisure, Environment & Roads
Councillor Radha Burgess, Deputy Cabinet Member for Low Traffic Southwark

OFFICER SUPPORT: Julie Timbrell, Scrutiny Project Manager.

1. APOLOGIES

There were none.

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There was none.

3. DISCLOSURE OF INTERESTS AND DISPENSATION

Jeremy Leach declared that he was a member of London Living Streets, and the chair of the Walworth Society, and had held

discussions and been in meetings with the cabinet members.

Cllr Graham Neale declared he was a member of a Motorcycle users group.

4. **MINUTES**

The minutes of the meeting held on 20 January 2021 were agreed as an accurate record.

5. **LOW TRAFFIC SOUTHWARK**

This was covered under the cabinet member interviews.

6. **CABINET MEMBER INTERVIEW WITH CABINET MEMBER FOR LEISURE, ENVIRONMENT & ROADS AND DEPUTY CABINET MEMBER FOR LOW TRAFFIC SOUTHWARK**

The commission interviewed the Cabinet member the Cabinet Member for Leisure, Environment & Roads, Cllr Catherine Rose, and Deputy Cabinet Member for Low Traffic Southwark, Cllr Radha Burgess.

The following issues were covered:

- Blue badge exemption
- The timetable for monitoring Low Traffic Neighbourhoods (LTNs) and consultation with ward members
- Local engagement with residents and utilising local knowledge
- Data protocols used to measure car volume inside and outside LTNs, and variability of importance depending on vehicle volumes
- Making data open source and communication with the public
- Officer capacity to deal with the volume of work generated by LTNs , including resident enquiries, and the appointment of new officer
- Impact of LTNs on main roads
- Green screens

- Next generation of School Streets
- Transport For London (TFL) work on main roads
- Reducing the dominance of the car
- Selection process for choosing an LTN and origins in TFL , pandemic and community organising
- The importance of taking account of the Equity Framework , Climate Emergency, and Southwark Stands Together in delivering Low Traffic Southwark
- Potential for launching a Public Health campaign for air quality
- Differential charging for cycling and car parking on estates
- Public transport provision in the south of the borough, which is poorly served.
- Future plans for delivering Low Traffic Southwark
- Work with emergency services and highways, including fortnightly meetings and visiting various schemes
- Ensuring LTNs do reduce emissions

Darren Farmer, Assistant Director of Operations - South East Area London Ambulance Service (LAS)

The chair invited the Assistant Director of Operations to give evidence. He started by explaining that the combined impact on ambulances of traffic schemes and the pandemic had been very complex with massive peaks and troughs. Overall there has been more traffic on the road with an average increase of 2 minutes in response time overall. The cumulative impact of all schemes including LTNs, pop-cycle lanes, school streets, utility works and loss of major infrastructure impacts on the Trust times overall.

The volume of schemes pan London is placing pressure on teams to review plans and provide constructive feed back. Southwark Council has implemented a larger number of schemes than most, and in a short period of time, which speaks to a high level of ambition as some councils, such as Islington, have only one.

Crew staffs are asked to report any delay due to traffic congestion, road layout or schemes that impact on their ability to respond to patients or egress patients to hospital, for patient safety monitoring. The total number of reported incidences pan London is 171, and in Southwark this is 51. An incident does not necessarily mean something adverse has happened. Ambulance times remain good in Southwark.

The engagement in early stages was not what all partners would have wanted, and was impacted by first wave of Covid. Engagement has significantly improved, with fortnightly meetings now in place, which are very useful .He encouraged Southwark to continue to engage closely with LAS during the design phase. This has led to the use of cameras in certain schemes.

The chair then invited questions and the following points were made:

- Cameras are the London Ambulance service preference , as hard closures prevent unhindered emergency vehicle access
- It is not just blue light responders who are impacted by schemes, there are also community responders, and other health and social care services
- The London Ambulance service does recognise the benefits of low traffic and safe streets so it is about striking a balance.

RESOLVED

The expected briefing on car parking will be provided for next meeting.

7. GREATER LONDON AUTHORITY - TRANSPORT AND AIR QUALITY

Stephen Inch, ULEZ Programme Manager at the GLA and Andrew Galligan ULEZ Project Communications Specialist at TfL provided a presentation on how the GLA is addressing air quality issues from road transport in Inner London, covering

- ULEZ expansion and impact on air quality is likely to be, and
- What steps are being considered in relation to Road Pricing
- Air quality work impacting on Southwark, in particular Southwark School Streets

The chair then invited questions and the following points were

made:

- The GLA Schools streets report was published today [more information can be found here: <https://www.london.gov.uk/press-releases/mayoral/school-streets-improve-air-quality>]
- A member raised a concern that motorcycles that built in the US that meet the emission rules for California, are not currently provided with certification for the ULEZ, although EU motorcycles can have type approval. This means they have to seek exemption each time as individuals rather than by type. The GLA officers invited the member to follow this up outside of the meeting with them.
- The GLA report showed an 18% reduction in people driving to school. There is more work to be done to encourage a modal shift. The GLA are launching a new scheme addressing larger vehicles to increase safety.
- A member raised a concern that Southwark residents, who live in the congestion zone and own cars, have been hit by a 15% increase in charges, with little warning, as a result of a rise imposed temporarily in June. GLA officers assured members that any extension to this, or Road Pricing, would be subject to 8 - 10 weeks consultation and publicised.
- The GLA have provided a 200 word summary on the consultation on Heathrow, which has been translated into many local languages and made available to councils and community organisations, including Community Southwark, to allow greater understanding.
- The ULEZ will not have cameras on every street; however cameras will be able to capture 98% of journeys. The locations are not publicised and there is still a relatively large number even if the minimum, so it will be difficult for people to cheat.
- There is a Low Income Scrappage scheme, which covers people in low incomes and disabled people. £2000 is awarded to, and this can be used to buy a cheap petrol car which is still compliant e.g. Euro 4. The car does not need to be very new.
- A member cautioned against encouraging people to buy new electric cars as a solution, given the high embedded carbon of a new car and particulates released by brake and tyre

dust.

- The GLA have published reports on inequalities which found that deprived populations and BAME people are more likely to be exposed to higher pollution. The ULEZ is designed to drive down large scale pollution, particularly NO₂, and shrink the range. Independent research indicated that the ULEZ will reduce pollution by 71 and 81 for deprived and BAME populations, respectively. The ULEZ will not equalise but it will help with health inequalities.
- The ULEZ is a significant measure but no single intervention is going to work on its own. Big interventions like ULEZ need to be combined with increases in bike parking, work on junctions and LTNs, which all ought to be integrated.
- A 15% reduction in Pm₁₀ and Pm_{2.5} is anticipated from the ULEZ. Domestic fuel burning is an important contributor to particulates, as well as ammonia from farming, and particulates from type and brakes. The Mayor is looking at 2030 to reduce particulates to WHO levels, with assistance from central government. The ULEZ is more designed to reduce NO₂.
- The Climate Emergency target of net zero by 2030 means there will be a need to reduce car journeys by 60%. As part of this the GLA is looking at road pricing, however no decision has been made yet. The Mayor's aim is that by 2040 80% of journeys will be by a sustainable mode; currently it is 40%.
- This will take the whole heft of the transport improvements- so both pull and push factors. Pull factors are safety of active travel and provision of sustainable modes of transport. Push factors are schemes like the ULEZ.
- Local Zero Emission Zones, such as the one in Hackney could grow and play an increasingly important role. In some there is an opportunity to try out electric vehicles.
- The Mayor's Covid recovery plan focuses on a Green New Deal, which means High Streets for all, thinking differently and building on localism. These are 60s type visions for cities.
- The GLA are promoting sustainable freight with large companies such as UPS and DHL, who are working on

consolidating their electrical fleet. Some people in the gig economy, who work for delivery companies, have benefited from the scrappage scheme.

- The Mini Holland schemes in Waltham Forest were recommended by the GLA officers, with reports that after some initial concerns local people are enthused by these.

RESOLVED

The GLA officers will send more information:

- Data on particulate (PM10 and PM 2.5) decreases anticipated from the ULEZ
- More information on local low emission zones.

8. TRACKING ENVIRONMENT SCRUTINY REVIEW RECOMMENDATIONS

The tracking report was noted. Officers have been asked to provide reports for the following meeting.

9. WORK PROGRAMME

The chair invited headline recommendations for the two review reports on Planning and Air Quality.

The following recommendations, themes and further investigation was proposed:

- Targeted work with schools impacted by air pollution, particularly schools with low income and BAME children. This may be in conjunction with the Education and Local Economy Scrutiny Commission.
- Increasing trees and greenery.
- Looking at how LTNs positively impact on the local economy.
- A proportion of Southwark's recycling is being burnt by Veolia, potentially impacting on air quality.
- Understanding and reducing the adverse impact on schools and main roads of traffic schemes.

- Further work on the School Streets programme.
- How the Low Traffic Southwark plans will positively integrate with TFL work on main roads.
- Rather than giving more car parking can the council concentrate on increasing the PTAL on Aylesbury estate. Likewise can the council work towards improving transport in the south of the borough.
- Sustainable freight
- Building Control certifying and tracking carbon commitments.
- The shift to homeworking with many workplaces only intending for staff to travel into the office for 2/3 days a week .How will this impact on the borough and how can Southwark plan for the future, in particular can the Commission invite Bankside and Team London Bridge to input.
- The theme of the local economy and the 15 Minutes City; specifically how can Southwark support the local economy and encourage local cycling and walking.
- The role of planning and regeneration in approving schemes that will deliver the 15 Minute City , with specific reference to the provision of a good mix of amenity, and the risk of an over preponderance of cafes and restaurants as these are higher profit for developers than hairdressers and vegetable shops. There was a proposal for the Commission to review a selection of planning applications, say three different schemes, to see how effective Southwark are at implementing schemes that will benefit the community and local economy.
- Promoting reuse and preservation of existing buildings.
- Encouraging active travel in communities with low cycling and walking rates.
- Catering for increases in online shopping, with specific reference to work of the BIDs in consolidated hubs and providing nests to aid collection and reduce emissions.

The chair thanked the commission members and said that these recommendations would be used to inform draft headline reports.



ENVIRONMENT SCRUTINY COMMISSION

MINUTES of the Environment Scrutiny Commission held on Thursday 25 March 2021 at 6.30 pm at Online/Virtual. Members of the public are welcome to attend the meeting. Please contact FitzroyAntonio.williams@southwark.gov.uk for a link to the online meeting

PRESENT: Councillor Jason Ochere (Chair)
Councillor Graham Neale (Vice-Chair)
Councillor Tom Flynn
Councillor Renata Hamvas
Councillor Adele Morris
Councillor Margy Newens
Councillor Leanne Werner
Jeremy Leach

**OTHER MEMBERS
PRESENT:**

**OFFICER
SUPPORT:** Simon Bevan, Director of Planning
Tim Long, Team Leader Transport Policy
Dale Foden, Head of Highways
Julie Timbrell, Scrutiny Project Manager

1. APOLOGIES

There were no apologies.

**2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR
DEEMS URGENT**

There were none.

3. DISCLOSURE OF INTERESTS AND DISPENSATION

There were none.

4. MINUTES

The minutes of the meeting held on 9 March 2021 will be approved at the next meeting.

5. TRACKING ENVIRONMENT SCRUTINY REVIEW REPORTS

The chair invited officers to briefly present and then take questions on the briefings provided to the commission in advance, updating members on progress on considering and implementing the following scrutiny review report recommendations:

- First report on the Climate Emergency road map, October 2019
- Second report on the Climate Emergency strategy, July 2020
- Air Quality, July 2020

Tim Long, Team Leader Transport Policy, took questions on the briefing updating the commission on the air quality recommendations relevant to Transport Policy.

The following points were made:

Members asked why Sustainable Freight is struggling. The officer responded that there are two reasons; the first is that the freight industry has a small profit margin so this makes it difficult to be flexible. The other barrier is the lack of distribution sites in the north of the borough, which may be because of the high rent and the low profit margin. The officer explained that the new technology is expensive so it does tend to be the large companies that do this. Sainsbury's have found it was possible, and as quick to use cycle freight to deliver food as vans.

Members asked if officers had engaged with Peddle Me, which have expanded with a new arch. The officer explained that that Peddle Me do one off deliveries rather than regular distribution. The council is most active in encouraging the movement of freight between hospitals by cargo bikes, which they are waiting to progress once a staff change has taken place.

Promotion of Scrappage schemes was asked about, in order to encourage the switch from more polluting vehicles and towards sustainable freight movement. There was a suggestion from a member for a scheme whereby businesses could try out trailers and e cargo bikes, to see if this was right for their business, prior to

investing as this could demonstrate the amount of bulky freight that it is possible to move by bike. The officer said such a scheme might be possible, but cautioned that it could be complicated and expensive to deliver something like this during a pandemic with limited resources.

Members asked about expansion of the Mayor of London's cycle hire scheme, and potential for this to expand to the south of borough. The officer explained that the Council is paying for installation in Bermondsey and developers are in Canada Water. He said that cycle hire will take longer to get to Peckham as more money is required to cover the south; however there is a potential down the Old Kent Road with regeneration.

Officers were asked about the regulation of scooters, which was indicated in the Queens speech. The UK is the last in Europe to allow for this and people are using these anyway. The officer explained that enforcement is with the police. The council is working with disabled people on this matter.

A member commented that the implementation of Low Traffic Neighbourhood has not been a very well managed process, and referred to particular frustrations with The Cut, designed by Lambeth officers, and then amended with Ward councillors and officers in response to constituent concerns.

The officer said that the Movement Plan is expect to be updated by end of year with an implementation plan that is presentably under development.

Simon Bevan, Director of Planning, took question on the briefing provided to the commission on recommendations from previous reviews relevant to Planning.

The following points were made:

The Director of Planning said that the Council is in the process of presenting the New Southwark Plan (NSP). The NSP was developed as the council was growing in awareness of the Climate Emergency, which was then declared in 2019. Once the NSP is agreed by the inspectors then the plan is to do a review to catch up to the Climate Emergency strategy, which is due to be agreed in June.

Planning are looking for more carbon to be met on site .The carbon offset fund price per tonne of carbon has been raised to £95, and this is under further review. The Carbon Offset Funds offers an opportunity to retrofit older houses, which are leaking the most energy. Officers are looking to incorporate a plan for delivering the

Carbon Offset Fund in the Climate Emergency strategy.

Members asked how long it will take before the council can get to the point that developments do not require a Carbon Offset payment, including the council housing that the council is building. Officers said that this is going to keep the council exercised as schemes which are above 8 floors high are much more of a challenge than lower level housing , and as such Carbon Offset are the approach until technology improves .

The officer was asked if the council intend to go beyond 0.4 car parking provision. Officers agreed this was high and there was an intention to lower as the council is moving in the direction of car free developments.

Dale Foden, Head of Highways, took questions on the briefing provided updating the commission on the latest position on School Streets and Cycle Hangers.

Dale Foden explained that the council is aiming to double the amount of Cycle Hangers, following a successful growth bid. There is a waiting list of 7,000 people. The council is aiming to have 500 hangers. A limiting factor is output from manufacturing. It has been a success story this year with 100 delivered this year, and 150 planned next year.

Members asked about the choice of location and why there were many more in the south of the borough, particularly around Goose Green .The officer explained that previously this was mainly a result of obtaining funding from local Cleaner, Greener, and Safer funding pots as a result of community applications. Now officers are using a variety of measure to decide on locations including PTAL rating (amount of public transport), waiting lists, and requests. Members reflected that they recall applications in the north of the borough being approved when they came through so it is possible that fewer were made.

The officer went on to explain that there are now 38 School Streets in place, with 31 underway this year. As most schools are actually shut presently it has been challenge. The council is talking to about another 60 schools. Some schools do not wish to proceed for a variety of reasons. All Southwark schools have been contacted. Members enquired about the reasons for schools not wishing to proceed.

RESOLVED

Officers will provide insight and a summary for why some schools do not wish to proceed with School Streets

6. PARKING BRIEFING

The chair introduced the parking briefing by explaining that in November 2020 the commission had asked for a briefing on planned CPZs, parking permits and parking spaces, both on estates and street kerbside, by Ward. This is a follow up from the previous administrative year and linked to a recommendation in the previous air quality report that the kerbside ought to be considered a public amenity and repurposed for active travel. The chair then invited Dale Foden, Head of Highways, to take questions on the report.

A member asked about progress in producing the planned emissions based parking charging policy and officer explained that has not been progressed yet because of the pandemic. Members highlighted the importance of this.

The cost differential for permits on street versus on estates was noted as an area to address. A member also commented that the minority of residents have Parking Permits, for St George's this I in 14, and this is significant when it comes to Low Traffic Neighbourhoods as it is worth bearing in mind that car drivers are a small minority.

Officers were thanked for a comprehensive report.

7. SCRUTINY REVIEW REPORT : AIR QUALITY - PART TWO

The chair encouraged Commission members to send through comments on the headline report and proposed recommendations, previously circulated via email.

8. SCRUTINY REVIEW REPORT : ENVIRONMENT AND PLANNING

Members discussed setting an ambition to achieve zero carbon emissions in buildings, through the planning process, with out resorting to Carbon Offsetting.

The chair encouraged Commission members to send through comments on the headline report and proposed recommendations, circulated via email.

9. WORK PROGRAMME

A final meeting to agree the reports was agreed.

Response to the recommendations in the Community Energy scrutiny report from June 2019.

“Estate Improvement Plans (EAPs) and if renewable energy been included as part of the Great Estates Programme, and specifically if the provision of solar and charge points for electric vehicles has been included in EAPs as part of the Great Estates Programme.”

The council is piloting Estate Improvement Plans on seven estates as part of the Great Estates Programme. These plans are agreed locally by residents and set out what they want to do to improve the lived experience of their estates. These can contain multiple ideas that could happen if funding could be identified, such as bidding to external agencies or through funding from neighbouring developments.

There was agreement to pilot this approach and a limited budget was provided per annum, over a three year period.

Following a borough wide Great Estates call for ideas consultation with residents in summer 2019, and ongoing estate specific engagement, key issues raised have tended to be around improving play areas, dealing with waste and fly tipping, providing bike lockers, improved lighting, gardening and greening projects and reduction of Anti-Social Behaviour.

The Great Estates team explored the possibility of including electrical charge points in the pilots, however the pilots have centred on what residents on the estates have requested and where quick improvements could be introduced. This work has covered a variety of factors including playgrounds, bird netting, resurfacing, CCTV, estate and parking signage, boundary fencing, recycling, and digital noticeboards.

The following webpage sets out further information about the council's approach on electrical vehicle charging. It includes a map of local charging points. The council is installing electric vehicle charging points into street lights. This light infrastructure would enable residents to pay for, and directly charge their electric car from lamp columns located on the kerbside. This is cheaper, quicker and easier to roll out with less impact on the streetscape than conventional electric vehicle charge points. The charging points installed are delivered through the Go Ultra Low City Scheme (GULCS) project, which is managed by London Councils, Mayor of London and Transport for London on behalf of the Office of Low Emission Vehicles.

<https://www.southwark.gov.uk/parking/parking-projects/electric-cars>

Request for update on previous scrutiny recommendations

Members have asked for an update on various recommendations from previous scrutiny reports. This paper provides a brief update on particular actions that members have asked for an update on in relation to the climate emergency.

First report on the Climate Emergency road map October 2019

Please provide an update on work with London Councils:

- 1. To try and agree a single framework across London for carbon emission reduction.**
- 2. to develop a Carbon rating system**

London Councils has established a Carbon Accounting Task and Finish Group. The draft terms of reference of the group are:

- To determine the main use cases for emissions data
- To identify and endorse an updated approach for borough Scope 1 and 2 emissions accounting, building on the March 2020 TEC report.
- To understand the different methodologies for capturing scope 3 emissions, and which should be adopted in which contexts
- To identify a shared borough approach to carbon emissions accounting, including an agreed methodology for council estate scope 3 emissions.
- To make a recommendation to London Councils Transport and Environment Committee (TEC) on the adoption of an updated, shared approach to emissions accounting

They have held their first meeting and setting up a schedule for future meetings to take this work forward. Southwark continues to work with London Councils on this.

Second report on the Climate Emergency strategy - July 2020

Provide an update on

- 1. How deprivation data has been used to enable a Just Transition**
- 2. The mapping of emissions and consumption data.**
- 3. Investigation of digital simulation tools.**
- 4. Engagement work with:**
 - **Youth Council**
 - **Youth Environment groups**
 - **Schools generally and school Eco councillors specifically**
- 5. Work with local BIDs and wider business community**
- 6. On research and viability testing for Community Energy**
- 7. On the action plan for reducing carbon, and if this includes PV.**

Just Transition - The council is due to publish its final climate change strategy in June and its action plan in July. Both of these documents take into account recommendations from the Commission, as well as from extensive public engagement throughout last summer and autumn including online portals, a climate conference, community round tables and pop up events in our parks. We have also had a formal consultation which closed in January.

The strategy when published will commit the council to supporting a just transition. It considers the variable impact of climate change on different communities in the borough.

Data and tools - The council has now commissioned a specialist consultancy to develop the action plan. They are using various tools to identify carbon emissions and how they vary and the actions that are required to address these.

Energy - One of the five themes in the action plan and strategy is energy which contains community energy. Details will be available when the strategy and action plan are published in the coming weeks.

Young People - As part of our climate work, engagement with young people is essential. We have committed to working with the youth parliament when it is established. We will also be working with young people in schools to help them to create the tools they need to engage with other young people on this issue.

Schools in the last few months have been under pressure to deliver during Covid, we have therefore delayed our direct engagement with schools, but this will be a priority going forward. We have however set up some projects with schools, for example on Earth Day, Southwark joined with its twin city of Clichy in France to make a renewed commitment to the climate emergency and to link schools in Southwark with schools in Clichy to work jointly on gardening and greening projects. We have five schools already wanting to be involved.

Business - One of the key themes that has come out of our consultation and engagement work is the need for greater involvement with businesses. This will be addressed in the strategy when it is published in June. In the interim we have invited BIDS to join our partnership steering group and the Cabinet Member has had a range of meetings with businesses.

Parking briefing

Environment Scrutiny Commission

March 2021

Background

At a meeting of the Environment Scrutiny Commission on 4 November 2020, officers were asked to provide information on CPZs, parking permits and parking spaces, both on street and on housing estates. Ideally the information to be provided by ward.

The rationale is to quantify present parking provision in order to support the recommendation (made by the previous Commission's report into Air Quality) that parking space is treated as a public amenity and reduced over time.

Controlled Parking Zones (CPZs)

Appendices 1 and 2 set out current areas and updates via a table and map.

Controlled parking zones and parking charges, when used in conjunction with other interventions and local traffic management strategies, are the council's main means of:

- Encouraging the use of lower emitting vehicles through variable charging based on vehicle emissions
- Controlling access to parking for future developments through covenants making properties permanently unable to access the council's parking permit schemes and therefore 'car free'
- Reduces the kerb space available to commuters both those driving to businesses in Southwark or parking in Southwark and completing their journey to central London by train or bus
- Encourage the switch from private car use to more active travel
- Enforcing vehicles idling by issue of a penalty charge

Therefore:

- CPZs can have positive impact on air quality by reducing commuting and allowing idling enforcement
- Could be charged for based on vehicle emissions to encourage our resident's to move to a lower emitting vehicle
- Create streets which are more pleasant for pedestrians and cyclists to use

Any CPZ program once agreed locally will form an important component of delivering the council's plans to deliver on our respective strategies within the movement plan, transport plan and air quality plan.

The impact of this year's LTN trials must also be considered as a key part of developing a low traffic borough and work in tandem with current and any potential Southwark CPZ areas over the next 3-4 years. These measures, when done coherently would support the council's fairer future commitments in particular Theme 3 - a greener borough, Theme 4 - a full employment borough and Theme 5 – a healthier life, all will benefit from this proposal.

Road space

Appendix 3 provides a table of estimate road space by ward.

Resident, Business and Visitors permits

Appendices 4 and 5 provide details of the number of permits issues for residents, businesses and visitors.

Housing Estates

The estimated number of vehicle spaces within housing estates is shown in Appendix 6. The number of spaces is the same calculation as for on-street parking but it should be noted that Housing parking is less standardised than on-street and so there is more variance in how many vehicles will actually fit in a bay.

Another thing to note is that this is for all Housing estates and many do not have permit parking.

The following points can be made:

- Approximately 25% of resident motorists park on the council's housing estates most of which have permit schemes
- Car parking on the estates is largely free (first permit is free second permit costs £82.50)
- Emissions based permits should be as universal as possible to encourage change

- The Movement Plan also recommends that parking restrictions should be consistent between on-street and housing areas.
- Current system is a lottery, some housing estates have no parking and the residents park and pay for on-street bays, a lot have free parking, some are car free

Further information on permits on housing estates can be found at:

<https://www.southwark.gov.uk/parking/parking-permits/estate-permits>

Appendices

Appendix 1 – CPZ Area Status

Appendix 2 – Map of Area Status (early 2020)

Appendix 3 - Estimated road spaces by ward

Appendix 4 – Parking permits issued by zone (separate excel spreadsheet)

Appendix 5 – Business/visitors permits issued by zone (separate excel spreadsheet)

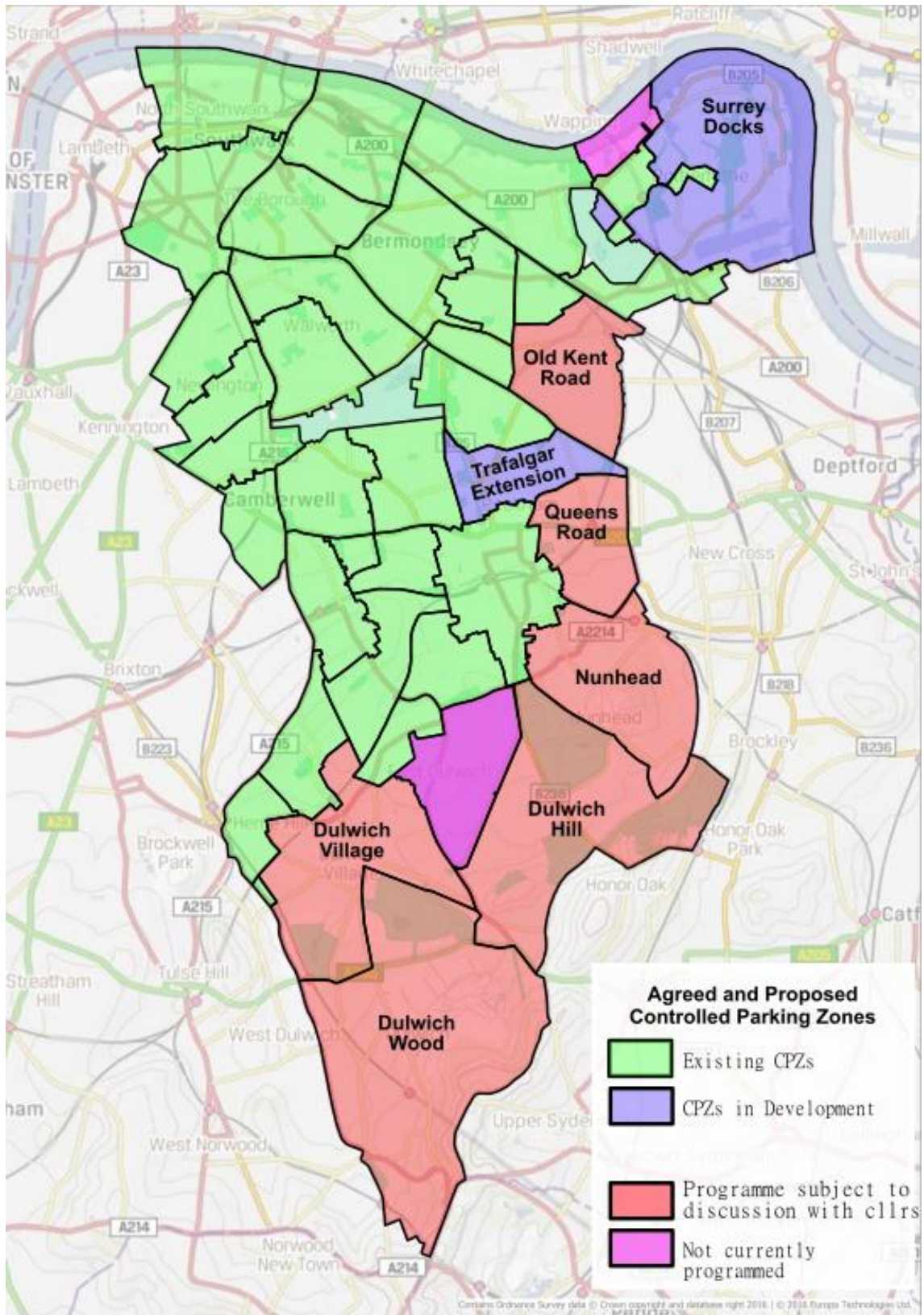
Appendix 6 - Estimated number of spaces on Housing estates by ward

Appendix 7 – Amount of Estate permits (annual amount estimated based on six month's data)

Appendix 1 – CPZ Area Status

CPZ	Comments
North Peckham (R)	Live scheme with income already accounted
Peckham West (PW)	Live scheme (30-3-20) with income already accounted
South East Bermondsey (SEB)	Live scheme (17-8-20) with income already accounted
East Dulwich (ED)	Live scheme (15-9-20) with income already accounted LTN Trials and review underway.
Bermondsey (G) review	Stat consultation May '20. Objections received but placed on hold due to complaints about order advertising in lockdown. Stat consultation to be re-run May '21 with enhanced publicity. Implementation 2021
Surrey Docks and Rotherhithe (SD)	Public engagement complete. Stat consultation to be undertaken in Summer 2021. Implementation Autumn 2021.
Nunhead	Previous historic engagement done will need to assess any changes to local context post Covid-19.
Queen's Road	Previous historic engagement done, will need to assess any changes to local context post Covid-19
Trafalgar Extension (T) (North East Peckham)	Will reassess local context post Covid-19
Dulwich Village	LTN trials and review process underway. Will shape local strategies for parking and traffic.
Old Kent Road	To be considered as part of the wider development of the area and the context of strategic transport and parking plans.
Dulwich Hill	Adjacent LTN trials and review process underway. Will shape local strategies for parking and traffic.
Dulwich Wood	Adjacent LTN trials and review process underway Will shape local strategies for parking and traffic.

Appendix 2 – map of Areas Status



Appendix 3 – estimated road spaces by ward

Ward	Estimated Spaces in CPZ	Estimated Spaces outside CPZ <i>Length (m) / 5</i>	Total
Borough & Bankside	866	0	866
Camberwell Green	1,627	0	1,627
Champion Hill	1,009	0	1,009
Chaucer	889	0	889
Dulwich Hill	N/A	2,000	2,000
Dulwich Village	1,748	1,500	3,248
Dulwich Wood	N/A	3,500	3,500
Faraday	1,374	0	1,374
Goose Green	1,095	3,000	4,095
London Bridge & West Bermondsey	882	0	882
Newington	1,595	0	1,595
North Bermondsey	1,330	0	1,330
North Walworth	1,012	0	1,012
Nunhead & Queen's Road	N/A	3,000	3,000
Old Kent Road	N/A	2,500	2,500
Peckham	928	500	1,428
Peckham Rye	N/A	3,000	3,000
Rotherhithe	691	2,500	3,191
Rye Lane	2,219	0	2,219
South Bermondsey	1,584	500	2,084
St George's	605	0	605
St Giles	2,334	0	2,334
Surrey Docks	63	2,000	2,063

Appendix 6 – estimated number of spaces on Housing estates by ward

Wards	Estimated # of Spaces
Borough & Bankside	205
Camberwell Green	1,177
Champion Hill	668
Chaucer	1,189
Dulwich Hill	41
Dulwich Village	150
Dulwich Wood	705
Faraday	1,574
Goose Green	144
London Bridge & West Bermondsey	825
Newington	945
North Bermondsey	1,034
North Walworth	685
Nunhead & Queen's Road	672
Old Kent Road	1,394
Peckham	1,005
Peckham Rye	315
Rotherhithe	723
Rye Lane	667
South Bermondsey	1,261
St George's	148
St Giles	772
Surrey Docks	313
Grand Total	16,612

Appendix 7 - Amount of Estate permits (annual amount estimated based on six month's data)

Permit Type	# permits
Carers Permit	120
Estate Business permits	30
Estate Resident permits	11006
Estate Virtual Visitors Permit	16276
Estate Visitor Voucher Used	64890
Grand Total	92322

Air quality scrutiny review report - part two

Environment Scrutiny Commission

April 2021

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- **Greater London Authority's work on transport and air quality**
- **Effective implementation of Low Traffic Neighborhoods (LTN)**
- **LTNs impact on the local economy**
- **Schools impacted by air pollution- particularly schools in areas with high proportion of residents with low incomes and from Black, Asian and Minority Ethnic backgrounds**
- **Increasing public transport provision around the Aylesbury Estate and in the South of the Borough**
- **Measures to encourage active travel in people communities who are not presently using cycling and walking to get around**
- **Work to reduce emissions caused by online shopping and increase sustainable freight**
- **Delivering Low Traffic Southwark and responding to previous recommendations.**

Introduction

This is the second report on Air Quality, following on from the first Air Quality report, completed in July 2020, by the previous iteration of Southwark Council's Environment Scrutiny Commission. This was a substantive report, with 20 recommendations, developed over a longer than usual administrative year, because of the pandemic. The overall aim of the first air quality report was to deliver a reduction in overall traffic, and thus reduce one of the main sources of air pollution, with the added benefit of delivering a greener and safer borough.

This administrative year has been shorter than usual, and the main focus of this review has been to track the recommendations of the first Air Quality report, both the ones that are now being implemented, and ensuring that all the recommendations made last year are given due consideration.

Covid-19 has made the implementation of the recommendations much more challenging as traffic has become more unpredictable, public transport use has been negatively impacted the risk of contagion, and officers, and other partners, have been stretched by the demands of the pandemic. However, the pandemic has also seen central and London government funding orientated towards schemes promoting active travel, and the transformative experience of London virtually free of traffic in spring 2020. Many more people are taking up cycling and walking and spending much more time in our local communities, allowing us to reimagine the city.

Review scope

The following objectives for the review were identified at the start of the year. The primary focus has been on the first two, due to the limited time available:

- i. Effective implementation of Low Traffic Neighbourhoods (LTN), by the council and partners, to ensure that they deliver better air quality for all Southwark residents, particularly those residents most at risk from the adverse impacts of poor air quality (children, Black, Asian and Minority Ethnic residents, older residents, disabled residents, residents living in deprivation etc)
- ii. Tracking additional council and TFL measures to reduce and mitigate transport emissions in Southwark.
- iii. Making recommendations to the council and relevant partners in order to reduce other sources of air pollution, not covered in depth by the previous scrutiny review on Air Quality in 2019/20

Evidence received

All meetings were held online due and attendance was via video conferencing. The following officers, members and partners gave evidence:

- Guy's and St Thomas Trust Charity (GSTTC) – who are part funding Southwark's LTNs, attended to set out the aims of the schemes.

- Cabinet leads Cllr Catherine Rose, Cabinet Member for Leisure, Environment & Roads and Cllr Radha Burgess, Deputy Cabinet Member for Low Traffic Southwark attended twice
- Highways and planning policy officers gave regular evidence.
- GLA transport policy officers attended once for a focus session.
- Emergency services were invited, with the Fire Service and London Ambulance Service both attending.

Themes

Greater London Authority's work on transport and air quality

The GLA evidence to the commission covered reports published on inequalities that found that deprived populations and Black, Asian and Minority Ethnic residents are more likely to be exposed to higher pollution. The ULEZ is designed to drive down large scale pollution, particularly NO₂. The GLA referenced independent research that indicated that the ULEZ will reduce pollution by 71 and 81 for deprived and Black, Asian and Minority Ethnic populations, respectively. The ULEZ will not equalize differences between populations but it will help with health inequalities.

The Mayor's Climate Emergency target of net zero by 2030 means there will be a need to reduce car journeys by 60%. As part of this the GLA is looking at road pricing, however no decision has been made yet. The Mayor's aim is that by 2040 80% of journeys will be by a sustainable mode; currently it is 40%.

The previous Air Quality Review recommended lobbying the GLA to introduce Road User Charging as a matter of urgency, citing the Centre for London July 2018 report on Road User Charging, showing that road user charging is the most equitable way to allocate the use of road space across London. In response to the above recommendation the cabinet has said that it supports the consideration of the use of road user charging and has undertaken to continue to lobby the Mayor and GLA.

In response to the need to encourage much more walking and cycling in London the Mayor and TfL released the Mayor's London Streetspace Plan (LSP), which is focused on Low Traffic Neighbourhoods for residential streets, expanding the cycle network and improvements to walking and cycling in Town Centers.

Effective implementation of Low Traffic Neighbourhoods (LTN)

Last year one of the main recommendations of the Commission was that Low Traffic Neighbourhoods be delivered across Southwark, starting with areas with the highest levels of public transport, worse air quality and most vulnerable populations. The report cautioned that any risk of displacement of traffic onto main roads by Low Traffic Neighbourhoods must be complimented by measures to prevent this and ensure air quality is carefully monitored as our communities live, work, and go to school on both side roads and main roads. The review recommendations were

inspired by learning from Waltham Forest Mini Holland schemes, which the GLA also commended as one of the best examples, when they gave evidence to the Commission in March 2020, saying that community reports that after some initial concerns local people are enthused by these.

The previous report made specific recommendations on the introduction of a borough wide programme of Low Traffic Neighbourhoods, recommending these should be implemented:

- Over a wide enough area in order to realise the benefits of traffic evaporation, which has been shown to take place when there is a significant reduction of short journeys by car under 2km.
- As a priority in areas with high levels of public transport (high PTAL ratings), poor air quality, lower levels of car ownership, in areas of deprivation and where the programs would impact positively on local schools and hospitals.
- Where traffic may be displaced onto main roads, the council must monitor the impact on air quality, and mitigate negative effects in advance of implementation, possibly by widening pavements and creating cycle lanes, managing traffic to reduce vehicle idling time and introducing green screening programmes.
- In conjunction with the introduction of CPZ and a reduction of parking so the kerbside can be utilised for active travel and public realm improvements (such as pocket parks and cycle parking).
- In conjunction with improvements to Public Transport and other work on adjacent main roads to increase cycling and other forms of active travel.

Southwark has introduced several LTNs, and other measures to reduce traffic , that it is in the course of piloting during 2020/ 2021, with an overall aim of making streets healthier, safer and greener, and contributing to a newly articulated vision of a Low Traffic Southwark.

Many of these measures to reduce traffic have been introduced in 2020 as experimental traffic orders (ETMOs), using the Mayor's London Streetspace Plan funding. Some sites have been informed by previous consultation and community organizing.

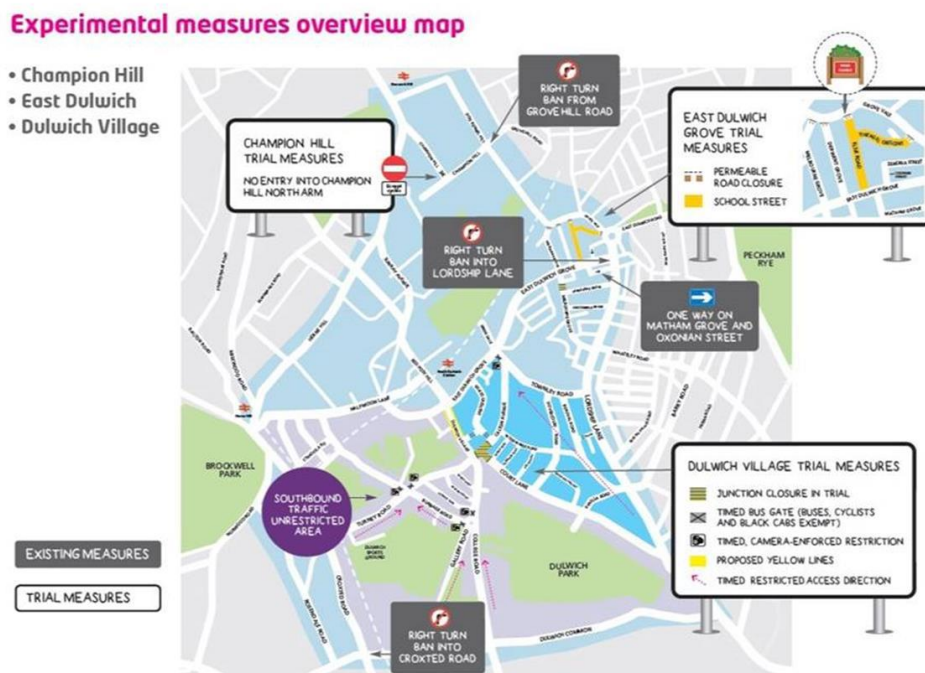
Three LTN sites have been chosen in partnership with Guy's and St Thomas Trust Charity (GSTTC), who are partnering with the council to providing funding for three LTNs in the centre of the borough; Harris Primary & Nell Gwynn Nursery, Brunswick Park Primary and Ark Walworth. GSTTC have a particular focus on child obesity, long-term conditions and air quality which together make a focus on measures to reduce traffic an obvious priority for them. The selection criterion for these schemes is:

- High child obesity

- Poor air quality, particularly around schools
- High levels of social housing and deprivation
- Higher proportions of Black ethnicity populations in the locality
- Local Schools – in order to impact on children and family journeys
- Local parks – in order to increase use

The Commission heard that there will be robust evaluation of the GSTTC schemes with 20% of the budget assigned to this, which is much higher than usual. This is in order to inform future learning in Southwark and London wide. The evaluation will look at changes in behaviour, such as increased walking and cycling, on the streets with schemes, as well as adjacent streets. The number of car journeys will also be monitored. In November 2020 GSTTC told the Commission that the evaluations will not include measuring air quality, as this is challenging to do accurately, however subsequently officers informed the Commission that they are looking at the potential for high tech air quality monitoring equipment, which is welcome.

The monitoring and evaluation of Southwark LTNs will be based on the model the council is developing for the Dulwich Healthy Streets review. Dulwich Healthy Streets has taken a neighbourhood approach, working with the community to address concerns about traffic volume and its impact on the community. Dulwich has the following schemes:



This framework has not been made available to scrutiny to consider as it is not far enough advanced and the GLA election period has prevented consultation with residents and publication.

The commission has therefore only been able to focus on limited aspects of the delivery of LTNs and other measures to reduce traffic.

Work with the Emergency Services

Both Southwark Fire Service and London Ambulance Service (LAS) attended meetings and gave evidence. They stressed the importance of good communication, which they said has improved as the pilots have progressed.

LAS said that the combined impact on ambulances of traffic schemes and the pandemic had been very complex with massive peaks and troughs, across London. The cumulative impact of all schemes including LTNs, pop-cycle lanes, school streets, utility works and loss of major infrastructure had impacted on the Trust times. Overall there has been more traffic on the road with an average increase of 2 minutes in response time.

They reported that Southwark Council has implemented a larger number of schemes than most, and in a short period of time, which speaks to a high level of ambition. Crew staff are asked to report any delay due to traffic congestion, road layout or schemes that impact on their ability to respond to patients or egress patients to hospital, for patient safety monitoring. The total number of reported incidences pan London is 171, and in Southwark this is 51. An incident does not necessarily mean something adverse has happened. They gave the Commission assurances that Ambulance times remain good in Southwark.

LAS have a preference for cameras rather than physical barriers to prevent circulation. They recognize the benefits of the LTN schemes and are keen to find solutions, emphasizing the importance of the council in continuing to engage closely with LAS during the design phase. The cabinet lead, Cllr Catherine Rose, reported that fortnightly meetings are now established and working well.

Similarly Southwark Fire Service emphasised that the importance of early engagement. The Fire Service priority is establishing attendance times; with a target of the first appliance taking 6 minutes to arrive, and the second 8 minutes. They reported that on occasions static barriers had been problematic; however, they reported that after consultation with the Fire Service these bollards were now moveable. The Fire Service said they did not necessarily have a preference for moveable bollards over planters, in all occasions, and they appreciated costs and other design issues. Their approach has been to visit traffic schemes and look at the route, planters, barriers, access and egress and overall impact of LTNs.

Recommendation one

The framework to evaluate the LTNs ought to be provided in full to scrutiny to review, and this ought to summarize work with the Emergency Services, including LAS preference for cameras.

LTNs impact on the local economy

Last year the scrutiny commission heard that LTNs have the potential to impact positively on local high streets, if managed well. The Mayor's Covid recovery plan focuses on a Green New Deal, which means High Streets for all, thinking differently and building on localism. These are 60s type visions for cities. Throughout Europe cities are adopting a more local approach, with the Paris 15 minute city being the most famous. Encouraging increased use of local businesses on our high streets ought to form part of the LTN evaluation framework, however the commission acknowledge this is challenging during the pandemic with many businesses closed for extended periods.

Recommendation two

When evaluating LTNs the council ought to measure footfall on high streets, where it is possible to establish a baseline. The council also ought to outline work undertaken with traders to ensure that any difficulties (e.g. receiving supplies) are addressed and that the opportunity to maximize footfall and support the local economy is delivered.

Schools impacted by air pollution- particularly schools in areas with high proportion of residents with low incomes and from Black, Asian and Minority Ethnic backgrounds.

The School Streets programme is established and working well, with over 39 schemes now operational, 31 of which have been implemented this year, which is a huge acceleration in the programme. The council is aiming to install 60 schemes and has contacted every school in Southwark.

School Streets are aimed at making the roads around local school safer and less congested, and a key priority in tackling air pollution as children are particularly vulnerable.

A recent GLA report showed an 18% reduction in people driving to school¹. This is an encouraging finding but there is more work to be done to get a modal shift to active travel.

The Commission is keen that this work is expanded and that there is additional work with those schools located in areas of high pollution, particularly with low income and Black, Asian and Minority Ethnic children and young people, given the higher health

¹ <https://www.london.gov.uk/press-releases/mayoral/schoolstreets-improve-air-quality>

risks face by these populations. The GSTTC schemes are a welcome complement to the School Streets programme.

Recommendation three

The Council should conduct an analysis of schools that might be more disproportionately impacted by air pollution compared to other schools (looking in particular at schools with higher proportions of students on free school meals or with students that have English as a Second Language)

Where these schools are on main roads, the analysis should identify actions that can a) be tied in with the Low Traffic Southwark strategy to reduce traffic on those main roads and b) mitigate the impact of that traffic in and around the school itself.

Increasing public transport provision around the Aylesbury Estate and in the South of the Borough

The commission is concerned that excessive parking levels are envisaged as part of the regeneration of the Aylesbury Estate, rather than a focus on increasing levels of Public Transport (PTAL) through the life of the regeneration scheme.

The south of the borough is a site of a number of pilot measures to reduce traffic initiatives, including Low Traffic Neighborhoods; however, it is an area with poorer PTAL. LTNs work best where there is good public transport and people can reach amenities easily by walking or cycling.

Recommendation four

Focus on increasing PTAL in regeneration areas and where levels are low, e.g. the south of the borough, in order to reduce parking levels in new developments as close to zero as is possible

Measures to encourage active travel in people communities who are not presently using cycling and walking to get around.

The first Covid 19 lockdown saw a very significant rise in cycling rates and sale of bikes as people have sought safer ways of getting about and made the most of periods of reduced traffic. The Commission heard that the council is rapidly scaling up the provision of cycle hangers, which is welcome news.

In early summer 2020 the government announced that despite fewer people travelling overall during the crisis, there had been a 100% increase in weekday cycling and at weekends the increase has been up to around 200%, compared to pre-COVID-19 levels. The Department for Transport data measured cycling levels for the tightest lockdown period, spanning March 16th to June 1st, which was indexed

against the equivalent day of prior years' data². There is also evidence that new cohorts of people are taking up cycling, which is welcome news³.

Recommendation five

There is evidence of a far broader demographic audience being attracted to cycling during the pandemic as traffic levels have fallen. Targeted work is needed with women, low income, older people, disabled people, children and young people and some Black, Asian and Minority Ethnic communities to increase cycling rates.

Work to reduce emissions caused by online shopping and increase sustainable freight

The GLA officers told the commission that they are promoting sustainable freight with large companies such as UPS and DHL, who are working on consolidating their electrical fleet. Some people in the gig economy, who work for delivery companies, have benefited from the Mayor's London wide scrappage scheme.

Southwark officers reported that it is larger companies that are making the switch as they have the capacity to invest in expensive new technology. Sainsbury's is one such company, and they have found it as quick to use cycle freight to deliver food as vans. The council is working with local hospitals to encourage the switch to freight. However, officers reported that smaller companies are finding it harder to make the switch for two reasons; the first is that the freight industry has a small profit margin so this makes it difficult to be flexible. The other barrier is the lack of distribution sites in the north of the borough, because of the higher rent and the low profit margin.

A scheme where businesses could try out trailers and e cargo bikes, to see if this were right for their business, prior to investing, was proposed, as this could demonstrate the amount of bulky freight that it is possible to move by bike. A similar approach has been used successfully in Waltham Forest to encourage take up of e cargo bikes. Officers cautioned that it could be complicated and expensive to deliver something like this during a pandemic with limited resources.

Recommendation six

Work with Business Improvement Districts to deliver Nests to enable the delivery and pick up of online shopping.

Follow up on Recommendation 15 of the Air Quality report and understand how sustainable freight is being worked into other Southwark strategies including the Movement Plan, as part of regeneration schemes and if the council is using sustainable freight for in-house services, where possible.

² <https://cyclingindustry.news/cycling-levels-up-by-up-to-300-during-uks-lockdown/>

³ Add evidence Living Streets

Recommendation seven

Implement a pilot e cargo scheme in 2022, once the current focus on LTNs and school streets is embedded, and we are firmly in recovery from the pandemic.

Delivering Low Traffic Southwark and responding to previous recommendations.

The previous Air Quality scrutiny review made a number of recommendations focused on driving down traffic overall with work on reducing traffic volumes on main roads needed to compliment the delivery of LTNs. The amount of work involved in staff delivering the LTNs, as well as the more ambitious vision of reducing emissions, and thus private car use, over a shorter time period due to the climate emergency, has meant that a complete response to all the previous recommendations, and a revised Movement Plan has not been yet been provided.

While recognizing the constraints on member and officer capacity and the huge amount of work undertaken in recent months, to obtain a clear picture of the strategy for addressing Air Quality in Southwark the Commission needs to:

- understand the plan for delivery of the recommendations of the previous Air Quality scrutiny review (see below)
- Be able to scrutinise the proposed Low Traffic Southwark strategy
- Be able to scrutinise the revised Movement Plan.

Recommendation eight

The commission therefore recommends that once the LTN review is completed that more time is given over to responding to each of the commission's previous recommendations and that officers and cabinet leads return to the commission with a detailed operational plan outlining how Low Traffic Southwark will be delivered and provide a full response to the below:

- 1) Develop an operational plan with partners to implement this, focusing on structural changes, informed by the ambitions of the Movement Plan and its associated deprivation data.***
- 2) Viability testing of the target to reduce traffic by 90% by 2030***
- 3) End the current diesel contract for Southwark fleet vehicles and switch to EV as soon as possible. Swap EV for sustainable transport / freight. Revisit our procurement strategy to ensure subcontractors have EV or a sustainable fleet. Set a cut-off date for compliance so that subcontractors have time to make the switch. (marked to be considered)***

- 4) ***Southwark adopts a maximum charge for bike hubs/hangers that ensures that is cheaper than car parking by space (marked to be considered)***
- 5) ***An update on charging for parking in the borough including the development and implementation of the emissions based charging policy and if this will include reductions in car parking provision.***
- 6) ***A borough-wide greenery programme to use native hedges to screen to against air pollution, ecological planting and also improve the environment and place making. Examples include allotments and wildlife sanctuaries. (marked to be considered)***

Planning and Environment Review Report – draft

Environment Scrutiny Commission

April 2021

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Themes :

- **Align planning policy with the Climate Emergency strategy**
- **Achieving net zero in development**
- **Saving more carbon 'on site'**
- **Carbon Offset Fund**
- **The 15-minute City**

Introduction

This review was conducted in a shorter than normal administrative year by the Environment Scrutiny Commission. The review picks up from work of last year's Commission, which looked at the Climate Emergency more broadly and identified planning as a key lever in meeting the council's aim of reaching net zero by 2030.

At a macro level Planning sets the policy framework for the borough, impacting broadly on our transport, energy, natural and built environment; all key to reducing carbon over time, and preserving our ecological integrity. At a micro level the planning service and building control functions govern and enforce the amount of carbon a new building can emit and work to ensure it is built to high environmental standards.

Review aims

The review seeks to principally influence Southwark's planning service in order to improve the quality of Southwark's environmental policies in development; performance against current planning policy objectives; and delivery of the planning service.

The overriding aim of the review is to positively impact on Southwark's built environment and address the Climate Emergency, with specific reference to reducing carbon, pollutants, safeguarding scarce resources and improving biodiversity.

Who the commission took evidence from:

- i. Planning Officers
- ii. Ann Griffin, a member of Southwark's Design Review Panel, Director of Architects Collaborative and Mina Hasman, Skidmore, Owings & Merrill, who is group lead for the Cross-Industry Action Group, who instigated the Climate Framework. Mina is also on the board of UK Green Building Council.
- iii. Southwark Planning Network, with Paula Orr and Richard Lee.

Themes

Align planning policy with the climate emergency strategy

Southwark Planning Network commended the ambition of the draft Climate Emergency strategy but raised concerns that the Council has not yet brought forward alterations to the proposed New Southwark Plan (NSP) that address significant changes required by the draft Climate Emergency Strategy to meet net zero by 2030. These are:

- Enforcing targets on embodied carbon from construction to meet net zero
- Increasing the number and quality of trees in the borough
- Provision for food growing spaces and distribution
- Increasing green space and green corridors across the borough
- Prioritizing air quality improvement actions that also have a carbon reduction benefit.
- Near zero car parking in new developments.

The architects the commission took evidence from also supported the ambition of the council's Climate Emergency work and stressed the importance of finding ways of integrating documents and approaches to meeting the Climate Emergency. Ann Griffin, Director of Architects Collaborative highlighted how a range of inconsistent and misaligned regulatory functions and policies, which are working to different standards make it more difficult to set coherent environmental standards.

They also highlighted the importance of reducing embodied carbon over time, and that as efficiency improves this will become more important. They emphasised the importance of requiring developers to tackle the carbon created in construction and through life cycle of the building, not just carbon emitted once the building is complete.

Officers outlined how the New Southwark Plan (NSP) was developed as the council was growing in awareness of the Climate Emergency, which was then declared in 2019. Once the NSP is agreed then the plan is to do a review to catch up to the Climate Emergency strategy. For example, the NSP contains an energy policy that is aimed at zero carbon by 2050. Officers are intending to update this Energy policy with one that will deliver zero carbon by 2030.

The NSP is presently going through an examination in public. The examination in public commenced with the publication of the plan early 2020. Following feedback from inspectors an updated version was consulted on in the autumn 2020, with hearings in public happening now, spring 2021.

Planning officers also intend to develop several supplemental environmental policies once the NSP is approved.

Recommendation one

Ensure the NSP and associated planning documents accord with the Climate Strategy by December 2021, by having polices in place that:

- **Meet net Zero carbon by 2030**
- **Enforce targets on embodied carbon in construction to meet net zero targets on developments**
- **Increase the number and quality of trees in the borough**
- **Support provision for food growing spaces and distribution**
- **Increase green space and green corridors across the borough**
- **Priorities air quality improvement actions that also have a carbon reduction benefit**
- **Support active travel (walking, cycling and public transport) and reduce reliance on private travel by motor vehicle**

Achieving net zero in development

The architects who gave evidence, Ann Griffin and Mina Hasman, recommended that Planning work with Building control to ensure that high pre construction carbon conditions on paper achieve net zero in practice, as these are not always realised in the final building.

In their presentation they recommended three integrated steps:

- Planning: consent to high pre construction carbon conditions on paper that achieve net zero.
- Utilise Building Control to ensure planning standards are met on site. This is innovative and practical, ensuring that buildings actually meet the carbon standards set down on paper. Ann Griffin warned that there is too much value engineering and exploitation of loopholes that mean standards are not achieved. A completion certificate ought to be required with Building Control issuing this, coordinated with Planning.
- External stakeholders and community are engaged. The progress here with declaring a Climate Emergency was noted and the architects gave the example of Low Traffic Neighbourhoods, which came in part from community organisation, as an example of an approach with engagement from multiple stakeholders.

They emphasised the importance of the above three recommendation being fully aligned. A completion certificate would build on the existing work of Building Control, who currently have a role assuring standards, but work to lower ones. The recommendation builds on this role, which would be clearly defined to developers, and enables checking that the carbon standards set down in Planning have been met. Other boroughs are considering a similar step, and have been doing so for the last several years but this has not yet been implemented. Completion certificates

were part of the Future Homes policy framework proposed by the early Coalition government several years ago, but were not realised at that time. Planning officers reported to the Commission that there is already coordination between Building Control and Planning, who are in the same management team and liaise regularly regarding a completion process, which happens at the point of allocation of street name.

Recommendation two

A completion certificate ought to be required with Building Control issuing this, coordinated with Planning, and this ought to ensure that the standards set out in the planning application are met.

Saving more carbon 'on site'

Planning Officers told the Commission that they are looking for more carbon to be met on site. However, they also viewed the Carbon Offset Funds as an opportunity to retrofit older houses, which are leaking the most energy. It is certainly true that insulation and retrofitting of all council owned properties, particularly prioritising homes with most risk of fuel poverty, is an important step in meeting net zero, nevertheless the Commission was keen to see more ambition here. Members suggested that meeting passive house standard for our own new council homes ought to be achieved and that the council ought to move towards zero carbon, with out offsetting, for private development.

Officers pointed out the particular difficulties of high rise schemes, which are above 8 floors high, as these are much more of a challenge to reach zero carbon than lower level housing. It is recognised by leading structural engineers, such as Arup, that high rise are a technical challenge. One of the methods they propose for achieving this is to connect developments to district energy systems with micro grid schemes ¹. Southwark Planning Network recommended that more use is made of Decentralised Energy networks, and that these are also a way of ensuring low-carbon and low-cost energy and can contribute to reducing fuel poverty. They reported that the NSP proposes to extend the Decentralised Energy network based on SELCHP from Bermondsey to cover additional Council properties in Old Kent Road and Peckham. However, other Local Authorities have more far-reaching policies, such as Islington Council which requires all development to contribute to the development of Decentralised Energy networks, including by connecting to them where there is one in proximity to the development.

¹ <https://www.arup.com/perspectives/how-can-we-make-zero-carbon-high-rise-a-reality>

Recommendation three:

Require all development to contribute to the development of Decentralised Energy (DE) networks, including by connecting to them where there is one in proximity to the development.

Carbon Offset Fund

Carbon offset payments have been revised in line with the London Plan from £60 per tonne to £95 per tonne, which is welcome.

The council has received £1,933,249 in Carbon Offset funds since 2016; however this has not yet been allocated to schemes that will save carbon. In addition, according to a GLA report, Southwark has a total of £4,868,915 carbon offsets in the pipeline; these are secured by legal agreement, but not yet collected².

Work has been undertaken to develop a policy and method for allocating these funds; however this has not been completed. A policy is due to be included in the Climate Emergency strategy. Delays in allocating funds mean more carbon is emitted, that could be saved, if the allocation process was expedited.

Recommendation four

Establish a policy and agreed process for allocating the Carbon Offset Fund to projects at pace, and in line with the Carbon Emergency, and by December 2021 at the latest.

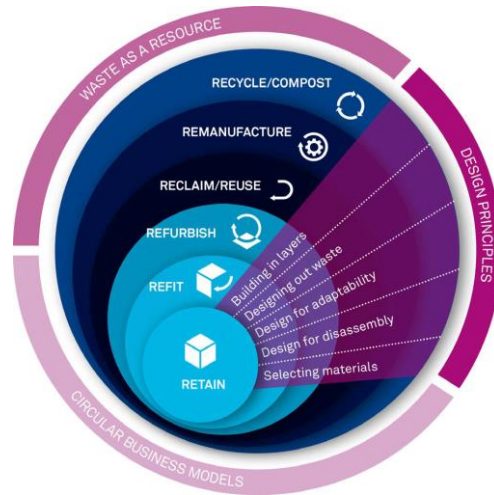
Energy Hierarchy and the Circular Economy

The Southwark Planning Network commented that presently the NSP suggests an energy hierarchy for new development: energy efficient design and construction; low carbon energy supply; on site renewable energy generation and storage.” (p147). However, repurposing existing buildings is not mentioned in the NSP – when in their view it should be first in the energy hierarchy. They said that there appeared to be a willingness on the part of the Council to discuss with interested groups an approach to encourage developers to consider refurbishment of buildings before demolition. Southwark Planning Network recommend Southwark require developers to consider options for reusing or repurposing existing buildings before applying for permission for demolition and new build.

Southwark Planning Network also raised concerns that the council has one of the largest demolition programmes in London. This may be in part because Southwark has one of the largest council house building programmes in the country and also uses development to drive increases to transport provision such as the Bakerloo Line.

² GLA Carbon Offset Funds: Monitoring Report 2020 MARCH 2021

London's Circular Economy route map, produced by the London Waste and Recycling Board (LWRB), notes that one of the challenges facing London is to provide access to the housing, business premises and infrastructure that the capital's residents and workers require – but in an efficient and sustainable way. In building terms this is best met by:



Above: Building Revolutions: applying the circular economy to the built environment, David Cheshire (AECOM), RIBA, 2016Ref: Building Revolutions' (2016), David Cheshire, RIBA Publishing

Planning Officers reported that they are working towards adopting the principles of the Circular Economy as laid out in the GLA document³, which draws upon the work of LWRB.

The challenge is how the council can continue to deliver more homes, including more council and social housing, and enhance the transport infrastructure, while reducing the emissions associated with building. Adopting an Energy Hierarchy is one way of embedding these principles in policy.

Recommendation five and six

Planning adopt the Energy Hierarchy (retain, refurbish, reuse/ reclaim, remanufacture, recycle) in the New Southwark Plan for both development and our own council house building programme.

That greater scope is given in NSP site descriptions to the re-use of existing buildings and that support is also given to retention, refurbishing and repurposing of existing buildings and increasing the density of development on the site without a default to demolition of all existing buildings.

³ <https://www.london.gov.uk/what-we-do/regeneration/advice-and-guidance/about-good-growth-design/design-circular-economy>

The 15-minute City

The '15-minute city' proposes a city in which all the essential services and products that people need can be accessed by a walk or bike ride of no more than 15 minutes.

Changes to the way people are working due to the pandemic potentially support more localization. The 15-minute city can also support Covid economic recovery, and the local economy.

Low Traffic Neighborhoods, which are being piloted by Southwark in 12 areas, are often complimentary to the 15-minute city concept. Additional measures to support the 15-minute city in Southwark planning policies would be traffic-free zones and pedestrianized areas as part of the public realm surrounding major developments. These are not mentioned in the NSP policies.

Commission members noted that developments reaching planning committee often prioritize shop fronts for cafes, because of the greater revenue generated, however a mix of amenity is needed.

Southwark Planning Network proposed using different benchmarks to assess buildings and proposed alternative metrics, not just commercial, for example increases to social and natural capital.

Recommendation seven and eight

Develop the public realm to enable active travel and support the local economy including cycle routes, walking routes and pedestrianisation, through amendments to planning policies.

Use a matrix to promote a mix of amenity provision in local neighborhoods, and judge the capacity of schemes to contribute to a strong local economy, and increases to social and natural capital.

ENVIRONMENT SCRUTINY COMMISSION**MUNICIPAL YEAR 2020-21****AGENDA DISTRIBUTION LIST (OPEN)****NOTE:** Original held by Scrutiny Team; all amendments/queries to Fitzroy Williams Tel: 020 7525 7102

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